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ABSTRACT

Student financial aid trends for 1980 to 1984 are described in a narrative summary and statistical tables and graphs. Information is provided on 1984-1985 estimated student aid by source (institutional aid, state grants, veterans benefits, Pell grants, federal campus-based aid, Guaranteed Student Loans, and other federal programs. Data are also presented on federal, state, and institutional aid awarded to postsecondary students in current and constant dollars for 1980/81-1984/85 (actual and estimated amounts); amount of aid per recipient and number of recipients; costs of attendance by type of school and aid through grants, loans, and student employment per full-time equivalent student by academic year; ratio of college costs to income; and percentage distribution of Pell Grants and campus-based aid by type and control of institution. Appropriations for the following federal aid programs for fiscal years 1981-1985 are also covered: Pell Grants, Supplemental Educational Opportunity Grants, College Work Study aid, National Direct Student Loans, Guaranteed Student Loans-Parent Loans for Undergraduate Students, and State Student Incentive Grants. (SW)

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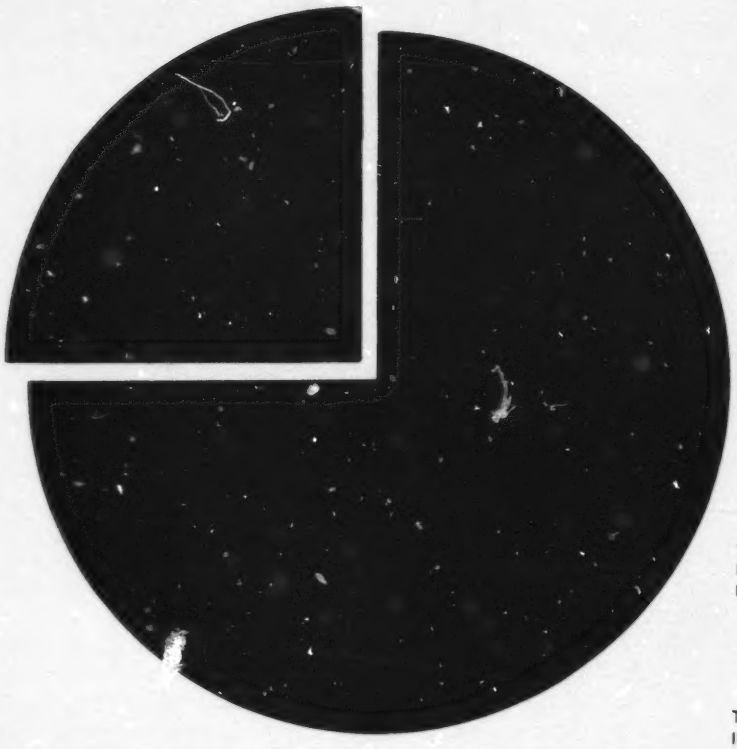
Trends in Student Aid: 1980 to 1984



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This report updates the publication *Trends in Student Aid: 1963 to 1983* (New York: The College Board, 1983). Data from 1980–81 on are revised to reflect newly available information, and estimates for academic year 1984–85 are included for the first time.

Trends in Student Aid: 1963 to 1983 may be ordered for $8 a copy from College Board Publications, Box 886, New York, NY 10101. Additional copies of this 1930–1984 report may be ordered for $5 a copy from the same address.

This report was prepared by the Washington Office of the College Board, which conducts research relevant to public policy issues in education. The Office is located at 1717 Massachusetts Ave., N.W., Suite 404, Washington, DC 20036. Phone: (202) 332-7134.

Lynn Quincy, under the supervision of Donald A. Gillespie, had primary responsibility for gathering and analyzing data.

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The College Board

Highlights

Financial aid to students in postsecondary education, which fell precipitously in the early 1980s, has stabilized in academic years 1983–84 and 1984–85. In 1984–85, approximately $18 billion will be awarded from federal, state, and institutional sources—about the same amount as in 1981–82 and about $1.6 billion more than in 1982–83.

Although the dollar amount of student aid has stopped declining, the purchasing power of the aid awarded in 1984–85 is almost 15 percent less than in 1980–81. Academic year 1980–81 marked the peak year for student aid when awards are counted in constant, or inflation-adjusted, dollars. In that year, both total aid and aid per full-time-equivalent (FTE) student, measured in constant dollars, were at their maximum.

By contrast, 1982–83 was the trough, with total aid in constant dollars hitting its lowest point since 1974–75. This low in total aid coincided with the peak of FTE enrollment in postsecondary education, resulting in a level of aid per FTE student in 1982–83 that was the lowest since 1971–72.

These and other changes since 1980–81 suggest that, on average, families and students are finding it more difficult to pay for higher education. Incomes have just about kept pace with inflation during this period, while costs of attendance at all types of institutions have risen faster than other prices in the general economy as measured by the Consumer Price Index. In fact, after being adjusted for inflation, college costs increased more during the three-year period from 1980–81 to 1983–84 than they did during the sixteen-year period from 1963–64 to 1979–80 (except in the case of public two-year colleges).

These developments are in sharp contrast with trends in aid, income, and costs that characterized the 1960s and 1970s. During those years, both total aid available and aid per FTE student grew dramatically and far outpaced the rate of growth in college costs. Income, too, rose at a faster pace than costs.

The federal government was primarily responsible for the rapid rate of growth in student aid in the years before 1980–81 and is the primary cause of the uneven pattern since then. Federal programs such as Pell Grants, whose major eligibility requirement is a demonstration of financial need (so-called generally available aid), expanded rapidly during the 1970s. In the 1980s, all generally available aid programs, with the exception of Guaranteed Student Loans, levelled off or declined in constant-dollar terms.* Specially directed federal aid (which is not based primarily on financial need) had a mixed record in the 1970s; Social Security student benefits were growing during this time, while the other major form of specially directed aid, veterans benefits, was declining. In the 1980s, Social Security benefits also began a steep decline as Congress and the Reagan Administration agreed to phase them out beginning in 1982.

Total aid available from all federal programs fell 19 percent in constant dollars between 1980–81 and 1984–85 and declined as a proportion of all aid from 83 to 78 percent. Aid from state sources made up a small part of the loss in federal dollars during this period. State student grant programs grew 27 percent in constant dollars between 1980–81 and 1984–85, increasing from 5 percent to 7 percent of total aid. Recent data on institutional aid are unavailable, hence we make the assumption that such aid has grown at the rate of inflation since 1981–82.

In one significant way, the 1980s have seen the continuation of a trend that began in the mid-1970s: the ever-increasing emphasis on loans over grants. The proportion of total aid awarded in the form of grants peaked in 1975–76 at 80 percent. The trough year of 1982–83 was the last in which grant aid represented a majority (51 percent) of all aid. In 1984–85, just under 45 percent of all aid is estimated to be in the form of grants, with 52 percent awarded as loans and 4 percent as work-related assistance.

Reflecting this trend, only two items under federal aid showed real growth in the period 1980–81 to 1984–85: Guaranteed Student Loans (GSL) and the "other loans" category. The latter is due to the rapid expansion of the recently established Health Education Assistance Loan (HEAL) Program. The volume of GSL lending declined only in one year, 1982–83 (the trough year), following the tightening of eligibility for students from families with annual incomes over $30,000. In constant dollars, the program grew 11 percent between 1980–81 and 1984–85.

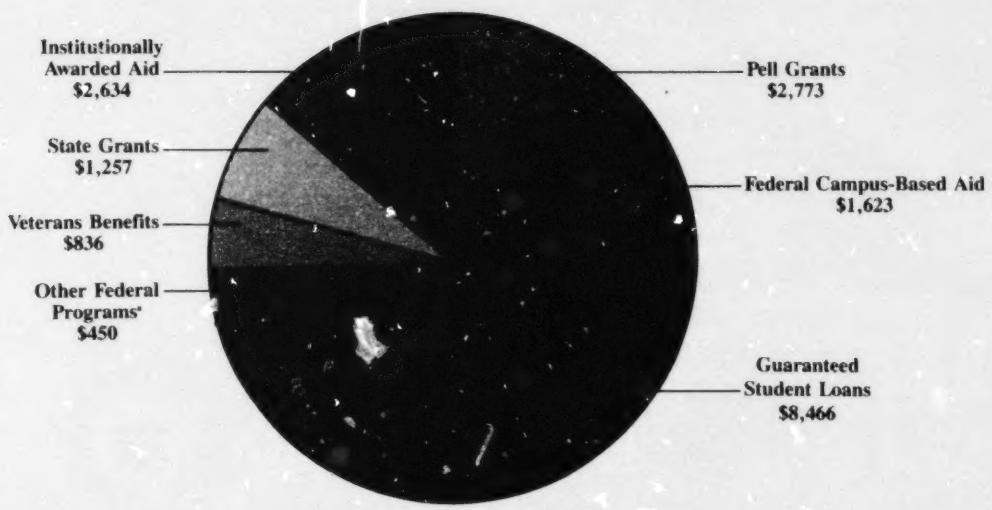
* A change may be in store for 1985–86, if appropriation levels for fiscal year 1985 approved in October 1984 are not reduced at some subsequent date (See Table 3). Appropriations for fiscal 1985 are up substantially. For the so-called "forward-funded" programs (all generally available aid except GSL and PLUS), fiscal 1985 appropriations affect aid awarded in 1985–86.

As shown in Table 5, however, the growth of GSL has resulted from an increase in the *number* of recipients, not the average inflation-adjusted *value* of the loan to the individual. (The maximum annual GSL for an undergraduate student has remained $2500, unchanged since 1972.) The growth of state student aid has followed a similar pattern: the number of state aid recipients has been increasing, while the constant-dollar value of individual awards has been decreasing. Pell Grants have declined during the first half of the 1980s in the number of awards while other federal programs have declined *both* in the number of awards and in the purchasing power of those awards.

These and other details about student aid are depicted in the accompanying figures and tables. Notes and information on sources can be found on pages 11 and 12. Readers interested in more information about the treatment of types of students, sources and types of aid, the reporting of data by academic year, and the differences between current and constant dollars should consult *Trends in Student Aid: 1963 to 1983*.

Figures and Tables

Figure 1
Estimated Student Aid by Source, 1984–85 Academic Year
(Current Dollars in Millions)



Total Aid Awarded = $18,040 million

Notes

Based on Table 1.

* Includes federal contributions to SSIG, Social Security education benefits, and aid from other federally supported grant and loan programs.

Figure 2
Grants, Loans and Work as a Percentage of Total Aid in 1984–85 (Estimated)

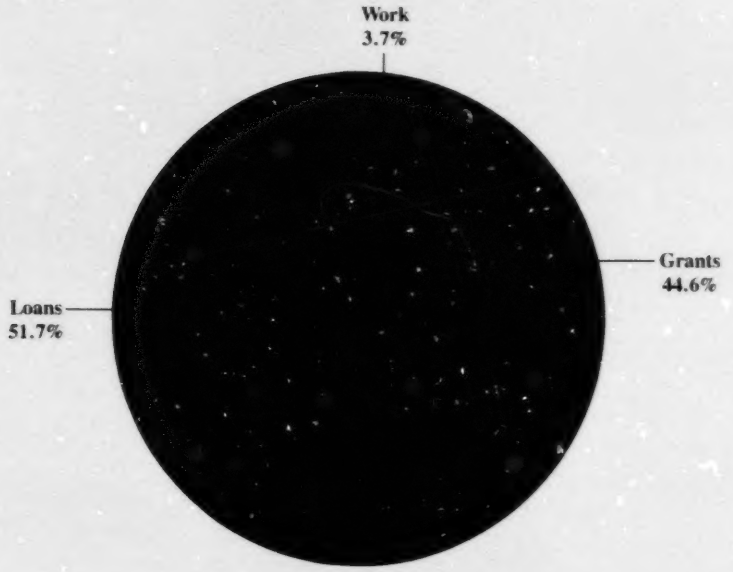
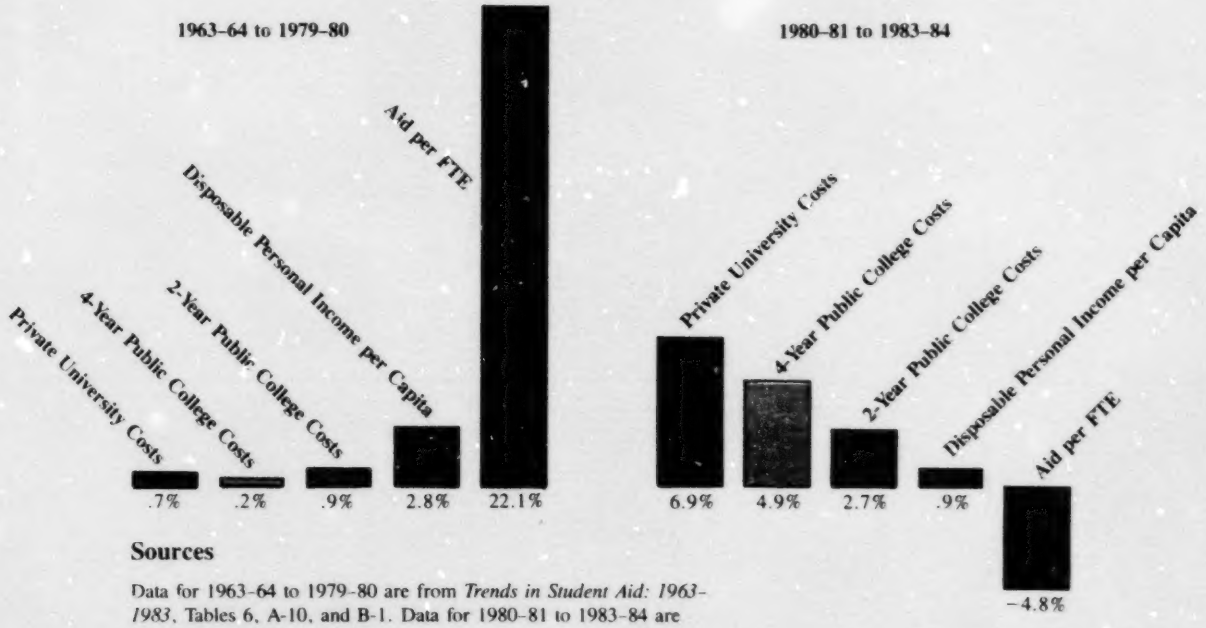


Figure 3
Average Annual Percent Change in College Costs, Income, and Aid per FTE in Constant Dollars



Sources

Data for 1963–64 to 1979–80 are from *Trends in Student Aid: 1963–1983*, Tables 6, A-10, and B-1. Data for 1980–81 to 1983–84 are from Table 6 of this publication.

Table 1. Aid Awarded to Postsecondary Students in Current Dollars (In Millions)

Federally Supported Programs	Academic Year 1980–81	1981–82	Estimated 1982–83	Estimated 1983–84	Estimated 1984–85
Generally Available Aid					
Pell Grants	2,387	2,299	2,420	2,785	2,773
SEOG	366	362	343	353	374
SSIG	76	77	73	60	76
CWS	658	624	630	700	664
NDSL	695	580	595	595	585
GSL and PLUS	6,204	7,307	6,609	7,798	8,466
Subtotal	10,387	11,249	10,671	12,291	12,938
Specially Directed Aid					
Social Security	1,883	1,996	733	220	35
Veterans	1,714	1,351	1,356	1,056	836
Other Grants	119	102	82	60	60
Other Loans	61	88	157	198	279
Subtotal	3,777	3,536	2,328	1,534	1,210
Total Federal Aid	14,164	14,785	12,999	13,825	14,148
State Grant Programs	801	921	1,006	1,126	1,257
Institutionally Awarded Aid	2,138	2,323	2,425	2,512	2,634
Total Federal, State, and Institutional Aid	17,104	18,028	16,430	17,464	18,040

Notes

Several of the programs listed under "Federally Supported Aid" receive some funding from sources other than the federal government. For instance, SEOG and CWS figures include contributions by institutions, though most of the funds in these programs are federal.

National Direct Student Loans are funded from both federal and institutional capital contributions, as well as collections from borrowers.

GSL and PLUS loan funds come mostly from private sources. The federal government subsidizes interest payments and repays defaults. Amounts reported represent loan commitments rather than amounts loaned, but there is not much difference between the two.

Veterans' benefits are payments for postsecondary education and training to veterans and their dependents.

Federal SSIG expenditures are included under 'Federally Supported Aid" and not under state awards.

Table 2. Aid Awarded to Postsecondary Students in Constant Dollars (In Millions)

Federally Supported Programs	Academic Year 1980–81	1981–82	Estimated 1982–83	Estimated 1983–84	Estimated 1984–85	Percent Change 1980–81 to 1984–85
Generally Available Aid						
Pell Grants	2,660	2,358	2,379	2,643	2,509	−5.7
SEOG	408	371	337	335	338	−17.2
SSIG	85	79	72	57	69	−18.8
CWS	734	640	619	664	601	−18.1
NDSL	774	595	585	565	529	−31.7
GSL and PLUS	6,914	7,494	6,497	7,401	7,660	10.8
Subtotal	11,576	11,536	10,489	11,665	11,707	1.1
Specially Directed Aid						
Social Security	2,099	2,047	721	209	32	−98.5
Veterans	1,911	1,385	1,333	1,003	757	−60.4
Other Grants	132	105	81	57	54	−59.1
Other Loans	68	90	155	188	253	272.1
Subtotal	4,209	3,626	2,289	1,456	1,095	−74.0
Total Federal Aid	15,785	15,162	12,778	13,122	12,802	−18.9
State Grant Programs	893	944	989	1,069	1,137	27.3
Institutionally Awarded Aid	2,383	2,382	2,384	2,384	2,384	0.0
Total Federal, State, and Institutional Aid	19,062	18,489	16,151	16,575	16,323	−14.4

Note

Constant dollar figures are based on the data in Table 1.

Table 3. Fiscal Year Appropriations for Generally Available Federal Aid Programs (In Millions)

Program	Current Dollars 1981	1982	1983	1984	1985
Pell	2,604	2,419	2,419	2,800	3,575*
SEOG	370	355	355	375	413
SSIG	77	74	60	76	76
CWS	550	528	590	555	593
NDSL	201	193	193	181	190
GSL-PLUS	2,535	3,074	3,100	2,256	3,079
Total	6,337	6,643	6,718	6,243	7,925

	Constant 1982 Dollars 1981	1982	1983	1984	1985
Pell	2,828	2,445	2,363	2,628	3,200
SEOG	402	359	347	352	369
SSIG	83	74	59	71	68
CWS	597	534	576	521	530
NDSL	218	195	189	170	170
GSL-PLUS	2,754	3,107	3,028	2,118	2,756
Total	6,882	6,715	6,562	5,860	7,093

Notes

* Includes $250 million to be carried back to fiscal 1984 to cover a shortfall in appropriations.

Appropriation figures do not match aid awarded in Tables 1 and 2 for the following reasons: (1) GSL appropriations do not reflect loans made, but only federal expenses for interest subsidies and default payments; (2) appropriations are made on a fiscal-year basis while aid awarded is reported on an academic-year basis; (3) all generally-available-aid programs except GSL are "forward funded"—that is, appropriations for a given fiscal year are intended for use by students during the following academic year; (4) appropriations may not equal awards due to administrative costs; and (5) appropriations in the table do not reflect funds carried backward or forward from one fiscal year to another.

Table 4. Grants, Loans, and Work as a Percentage of Total Aid

	Academic Year 1980–81	1981–82	Estimated 1982–83	Estimated 1983–84	Estimated 1984–85
Grants	55.5	52.3	51.4	46.8	44.6
Loans	40.7	44.2	44.8	49.2	51.7
Work	3.9	3.5	3.8	4.0	3.7
Total Aid	100.0	100.0	100.0	100.0	100.0

Table 5. Aid per Recipient and Numbers of Recipients (Recipients in Thousands)

	Academic Year					
	1980–81	1981–82	Estimated 1982–83	Estimated 1983–84	Estimated 1984–85	Percent Change 1980–81 to 1984–85
Pell Grant Program						
Recipients	2,806	2,744	2,573	2,781	2,584	−7.9
Aid per Recipient—Current Dollars	$851	$838	$941	$1,001	$1,073	26.1
Aid per Recipient—Constant Dollars	$948	$859	$925	$950	$971	2.4
SEOG Program						
Recipients	717	659	636	648	686	−4.3
Aid per Recipient—Current Dollars	$513	$549	$540	$545	$545	6.2
Aid per Recipient—Constant Dollars	$572	$563	$531	$517	$493	−13.8
CWS Program						
Recipients	819	739	721	800	759	−7.3
Aid per Recipient—Current Dollars	$806	$844	$874	$875	$875	8.6
Aid per Recipient—Constant Dollars	$898	$866	$859	$830	$792	−11.8
NDSL Program						
Recipients	813	684	674	672	661	−18.7
Aid per Recipient—Current Dollars	$853	$848	$882	$885	$885	3.8
Aid per Recipient—Constant Dollars	$951	$870	$867	$840	$801	−15.8
GSL and PLUS Programs						
Recipients	2,916	3,171	3,015	3,126	3,672	25.9
Aid per Recipient—Current Dollars	$2,128	$2,304	$2,192	$2,495	$2,306	8.4
Aid per Recipient—Constant Dollars	$2,371	$2,363	$2,155	$2,368	$2,087	−12.0
State Grant and SSIG Programs						
Recipients	1,140	1,448	1,493	1,524	1,565	37.3
Aid per Recipient—Current Dollars	$736	$690	$723	$778	$852	15.8
Aid per Recipient—Constant Dollars	$820	$708	$711	$738	$771	−6.0

Table 6. Costs of Attendance, Income, and Aid per FTE Student by Academic Year

	Current Dollars					
	1980–81	1981–82	1982–83	1983–84	1984–85	Percent Change 1980–81 to 1983–84
Cost of Attendance[a]						
Private University	6,566	7,439	8,537	9,310	n/a	41.8
Private Four-Year College	5,249	5,949	6,646	7,230	n/a	37.7
Public University	2,711	3,079	3,403	3,670	n/a	35.4
Public Four-Year College	2,420	2,701	3,032	3,260	n/a	34.7
Public Two-Year College	2,020	2,217	2,390	2,560	n/a	26.7
Income[b]						
Disposable Personal Income per Capita	8,032	8,874	9,385	9,977	n/a	24.2
Median Family Income	21,023	22,388	23,433	24,580	n/a	16.9
Aid per FTE Student						
Grants	1,076	1,046	928	913	909	−15.1
Loans	789	885	810	959	1,054	21.5
Work	75	69	69	78	75	4.0
Total	1,939	2,000	1,807	1,950	2,038	0.6

	Constant 1982 Dollars					
	1980–81	1981–82	1982–83	1983–84	1984–85	Percent Change 1980–81 to 1983–84
Cost of Attendance[a]						
Private University	7,318	7,629	8,392	8,836	n/a	20.7
Private Four-Year College	5,850	6,101	6,533	6,862	n/a	17.3
Public University	3,021	3,158	3,345	3,483	n/a	15.3
Public Four-Year College	2,697	2,770	2,980	3,094	n/a	14.7
Public Two-Year College	2,251	2,274	2,349	2,430	n/a	8.0
Income[b]						
Disposable Personal Income per Capita	9,409	9,418	9,385	9,666	n/a	2.7
Median Family Income	24,626	23,761	23,433	23,814	n/a	−3.3
Aid per FTE Student						
Grants	1,199	1,073	912	866	822	−27.8
Loans	880	907	796	911	954	3.5
Work	83	71	68	74	68	−10.8
Total	2,161	2,051	1,776	1,851	1,844	−14.3

[a] Costs of attendance include tuition, fees, room and board.

[b] Income data is for the calendar year in which the academic year begins (i.e. in calendar year 1980, the median family income, in current dollars, was $21,023).

Table 7. Ratio of College Costs to Income[a]

	Academic Year			
	1980–81	1981–82	Estimated 1982–83	Estimated 1983–84
Costs as a Percent of Disposable Personal Income Per Capita				
Private University	81.7	83.8	91.0	93.3
Private Four-Year College	65.4	67.0	70.8	72.5
Public University	33.8	34.7	36.3	36.8
Public Four-Year College	30.1	30.4	32.3	32.7
Public Two-Year College	25.1	25.0	25.5	25.7
Costs as a Percent of Median Family Income				
Private University	31.2	33.2	36.4	37.9
Private Four-Year College	25.0	26.6	28.4	29.4
Public University	12.9	13.8	14.5	14.9
Public Four-Year College	11.5	12.1	12.9	13.3
Public Two-Year College	9.6	9.9	10.2	10.4

[a] Costs include tuition, fees, room and board. Income data is for the calendar year in which the academic year begins.

Table 8. Percentage Distribution of Pell and Campus Based Aid, by Type and Control of Institution

	Academic Year			
	1980–81	1981–82	Estimated 1982–83	Estimated 1983–84
Pell Grant Program				
Public Institution	59.7	59.5	56.8	56.5
Two-Year	(18.6)	(18.7)	(18.2)	(18.6)
Four-Year	(41.1)	(40.7)	(38.7)	(37.9)
Private Institution	28.8	27.1	26.6	24.6
Proprietary Institution	11.5	13.5	16.6	18.9
Total	100.0	100.0	100.0	100.0
Campus Based Programs[a]				
Public Institution	52.2	52.8	51.7	52.7
Two-Year	(9.4)	(10.3)	(9.9)	(10.2)
Four-Year	(42.8)	(42.5)	(41.8)	(42.5)
Private Institution	40.8	42.0	40.3	40.9
Proprietary Institution	7.0	5.1	7.9	6.5
Total	100.0	100.0	100.0	100.0

[a] The estimated distribution of campus-based aid in 1982–83 and 1983–84 is based on allocations to institutions rather than on expenditures, which are not yet available.

Notes and Sources

General Notes

- This report describes aid for both undergraduate and graduate students. Many available data sources do not separate undergraduate and graduate assistance. Thus the report gives a consistent picture over time of aid available to students in general, but the impact of this aid may be very different for the two types of students.
- Except for the data on appropriations in Table 3, this update reports aid by the academic year in which it was awarded. The academic year is defined as July 1 to June 30. Where necessary, the author has converted fiscal year data to academic year equivalents by assigning July-to-September expenditures to the appropriate academic year.
- Current dollars are converted to constant 1982 dollars on the basis of the Consumer Price Index (CPI) for calendar year 1982. Current dollars reported for academic year 1981–82 (or 1982–83) and for fiscal year 1982 will differ from the constant dollar equivalents for these years because academic, fiscal, and calendar 1982 CPIs differ.
- Details may not add to totals due to rounding.
- For a further description of the programs and past trends, see *Trends in Student Aid: 1963–1983*.

Acronyms

CWS = College Work Study Program

FTE = Fulltime-Equivalent Student

GSL = Guaranteed Student Loan Program

NDSL = National Direct Student Loan Program

PLUS = Parent Loans for Undergraduate Students

SEOG = Supplemental Educational Opportunity Grant

SSIG = State Student Incentive Grant

Sources

Tables 1, 2, 4 and 7

Pell, 1984–85: Office of Management & Budget, Executive Office of the President, *Appendix: Budget of the United States Government, Fiscal Year 1985* (1984).

Pell, 1980–81 to 1983–84: Unpublished data from the Office of Student Financial Assistance, U.S. Department of Education ("Institutional Agreement and Authorization Report," Report dates 6/26/84, 8/16/84, and 9/5/84).

SEOG, CWS, NDSL, 1981–82 to 1984–85: Unpublished data and estimates from the Office of Student Financial Assistance, U.S. Department of Education.

SEOG, CWS, NDSL, 1980–81: Office of Student Financial Assistance, U.S. Department of Education, *1980–81 Campus-Based Programs Annual Report*.

SSIG, 1983–84 to 1984–85: Office of Management & Budget, Executive Office of the President, *Appendix: Budget of the United States Government, Fiscal Year 1985* (1984).

SSIG, 1980–81 to 1982–83: Unpublished data and estimates from the Office of Student Financial Assistance, U.S. Department of Education.

GSL and PLUS, 1983–84 to 1984–85: Estimates by the author based on projections made by the Congressional Budget Office.

GSL and PLUS, 1980–81 to 1982–83: Unpublished data from the Office of Student Financial Assistance, U.S. Department of Education.

Social Security, 1980–81 to 1984–85: Social Security Administration, U.S. Department of Health and Human Services, unpublished data.

Veterans Benefits, 1980–81 to 1984–85: Benefits Programs Fiscal Year 1985 Volume 1, Office of Budget and Finance, U.S. Veterans Administration, and unpublished data from the same agency.

Other Grants and Loans: Responsible U.S. agencies and departments.

State Grant Programs, 1984–85: Estimate based on preliminary results from the *16th Annual Survey* of the National Association of State Scholarship Grant Programs.

State Grant Programs, 1980–81 to 1983–84: 13th, 14th, and *15th Annual Survey Reports* of the National Association of State Scholarship and Grant Programs.

Institutionally Awarded Aid, 1982–83 to 1984–85: Author's estimate based on the assumption that institutional

awards will be the same in constant dollars as they were in 1981–82.

Institutionally Awarded Aid, 1981–82: Unpublished data provided by the National Center for Education Statistics, U.S. Department of Education.

Institutionally Awarded Aid, 1980–81: National Center for Education Statistics, U.S. Department of Education, *Digest of Education Statistics, 1983–84.*

Table 3

Appropriations, 1985: H.R. 6028, approved by Congress October 10, 1984.

Appropriations, 1984: U.S. Department of Education, "The Fiscal Year 1985 Budget" (February 1, 1984).

Appropriations, 1982 and 1983: U.S. Department of Education, "The Fiscal Year 1984 Budget" (January 31, 1983), and unpublished data.

Appropriations, 1981: U.S. Department of Education, "The Fiscal Year 1983 Budget" (February 8, 1982).

Tables 5 and 6

Costs of Attendance Data: National Center for Education Statistics, *U.S. Department of Education, Digest of Education Statistics 1983–84.*

Income Data: Median Family Income—Bureau of the Census, U.S. Department of Commerce, Current Population Reports, Series P-60, Nos. 137, 142 and 145. Disposable Personal Income per Capita—Bureau of Economic Analysis, U.S. Department of Commerce, *Survey of Current Business* (July 1984).

Fulltime-Equivalent-Student Enrollment Data, 1983–84 to 1984–85: National Center for Education Statistics, U.S. Department of Education, *Projections of Education Statistics to 1992-93* (forthcoming).

Fulltime-Equivalent-Student Enrollment Data, 1980–81 to 1982–83: National Center for Education Statistics, U.S. Department of Education, *Digest of Education Statistics 1983–84*, and unpublished data.

Consumer Price Index

The Consumer Price Index for current and past years is from the Department of Labor. Forecasts of the CPI are from the Congressional Budget Office.

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